

**CITY OF ROANOKE, VIRGINIA**  
**REQUEST FOR PROPOSAL**  
**FOR**  
**CONSTRUCTION AND OPERATION**  
**OF A**  
**HOTEL AND/OR RESTAURANT ON MILL MOUNTAIN**

**RFP NUMBER: 07-03-05**

**OPENING DATE: July 10, 2007**

**OPENING TIME: 2:00 P.M.**

The Request for Proposal and related documents may be obtained during normal business hours from the Purchasing Division located in the Noel C. Taylor Municipal Building, 215 Church Avenue SW, Room 353, Roanoke, VA 24011

**THIS PUBLIC BODY DOES NOT DISCRIMINATE  
AGAINST FAITH-BASED ORGANIZATIONS**

**Date of RFP: APRIL 11, 2007**

The City of Roanoke requests proposals from qualified Offerors interested in developing a hotel and/or restaurant complex (the "Inn") on Mill Mountain.

Sealed proposals will be received in the Purchasing Division, Department of General Services, Room 353, Noel C. Taylor Municipal Building, 215 Church Avenue, S. W., Roanoke, Virginia 24011, on or before 2:00 p.m. local time on July 10, 2007, at which time all proposals appropriately received will be publicly opened. Specifications may be obtained from the Purchasing Division, Department of General Services, 540-853-2871.

The notation **"Construction and Operation of a Hotel and/or Restaurant on Mill Mountain", Proposal Number 07-03-05**, and the opening time and date must appear on the front of the sealed envelope containing the proposal.

Proposals not appropriately labeled or submitted in accordance with the above conditions will not be considered. Faxed or emailed proposals will not be accepted.

All inquiries and questions should be addressed to Sharon T. Gentry, Purchasing Manager, at 540-853-2871.

The City of Roanoke expressly reserves the right to cancel this RFP and/or reject any or all proposals, to waive any informality in any proposal and to accept a proposal which is deemed to be in the best interest of the City of Roanoke.

This section is to be completed by the Offeror and this page must be returned with the proposal. In compliance with this request for proposal and subject to all terms and conditions imposed herein which are hereby incorporated herein by reference, the undersigned offers and agrees to negotiate the acquisition by lease and master development of the property described in this solicitation if the undersigned is selected as the successful Offeror. No proposal may be withdrawn for a period of one hundred and twenty (120) days after the opening of the proposal, except as provided in the RFP.

Legal Name and Address of Firm:

-----Date:-----

-----By:-----

(Signature in Ink)

-----Name:-----

(Please Print)

----- Zip: ----- Title: -----

Phone:-----FAX:-----

Email: -----Business License# -----

TABLE OF CONTENTS  
REQUEST FOR PROPOSAL NO. 07-03-05

**CONSTRUCTION AND OPERATION  
OF A**

**HOTEL AND/OR RESTAURANT ON MILL MOUNTAIN**

INTRODUCTION.....	4
SECTION 1. PURPOSE.....	6
SECTION 2. BACKGROUND.....	6
SECTION 3. INSTRUCTIONS TO OFFERORS.....	8
SECTION 4. DEVELOPMENT PRINCIPLES.....	10
SECTION 5. EVALUATION CRITERIA.....	11
SECTION 6. SELECTION PROCESS.....	12
SECTION 7. MISCELLANEOUS.....	13
SECTION 8. PROTESTS.....	14
SECTION 9. INFORMATION ON CONTRACT TO BE AWARDED.....	14
ATTACHMENT A. LOCATION MAP.....	15
ATTACHMENT B. DEVELOPMENT SITE.....	16
ATTACHMENT C. DEVELOPMENT SITE (detailed).....	17

CITY OF ROANOKE, VIRGINIA  
REQUEST FOR PROPOSAL  
FOR  
**CONSTRUCTION AND OPERATION**

**OF A**

**HOTEL AND/OR RESTAURANT ON MILL MOUNTAIN**

RFP NO. 07-03-05

**INTRODUCTION**

The City of Roanoke ("City") hereby requests proposals for the construction and operation of a hotel and/or restaurant complex (the "Inn") at the summit of the publicly owned Mill Mountain located within the City of Roanoke (the "site" or "property"). The Inn at the summit of the mountain would be located within an area suitable for development consisting of approximately 3 acres, and located approximately 3 miles south of downtown Roanoke generally situated between the Blue Ridge Parkway and Interstate 581. The Request for Proposal and related documents may be obtained during normal business hours from the City of Roanoke, Purchasing Division, (540) 853-2871.

The City's emphasis on preserving the natural environment of Mill Mountain and encouraging compatible development is consistent with the current mission statement developed by the Parks & Recreation Department for the City's park system, which commits the department to "improving the quality of life for its citizens and visitors to Roanoke by providing recreational opportunities through diverse programs and facilities and promoting environmental stewardship through beautification, management, and care of public spaces." The City envisions an environmentally-sensitive "mountain lodge" that could incorporate lodging, dining, meeting spaces, and outdoor areas to enjoy and enhance Mill Mountain. Any response to this Request for Proposal (RFP) should include information on the size, shape, amenities and layout of the Offeror's proposal, and additional statements as to how such proposal will generally enhance the Roanoke Valley's quality of life, economic development, and civic activity. All terms and conditions of any subsequent land disposition, development, and operating contract will be subject to negotiation and agreement between the City and the successful Offeror.

Each proposal, to consist of one (1) original and ten (10) bound copies, must be signed appropriately by an authorized representative of the Offeror, and must be submitted in a sealed envelope or package. The notation "**Construction and Operation of a Hotel and/or Restaurant on Mill Mountain,**" RFP No. 07-03-05, and the above specified opening time and date must be clearly marked on the front of that sealed envelope or package.

The City, and its officers, employees or agents will not be responsible for the opening of a proposal envelope or package prior to the scheduled opening if that envelope or package is not appropriately sealed and marked as specified.

Project evaluation and award will be accomplished in accordance with this RFP and Sections 23.2-1, et seq. of the Code of the City of Roanoke, Virginia, including the price or value of the benefits offered the City in the proposal. If an award of a contract is made, notification of such award will be posted for public review in the lobby on the second floor of the Noel C. Taylor Municipal Building, 215 Church Ave. S.W., Roanoke, VA 24011.

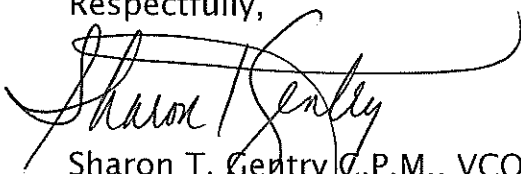
No proposal may be withdrawn for a period of one hundred twenty (120) days after the opening of the proposal unless the proposal is the subject of a clerical error as defined in Section 2.2-4330 (A) of the Code of Virginia. The submitter of the proposal must give the City a notice of the request to withdraw within two (2) business days after the conclusion of the opening of the proposals, as set forth in Section 2.2-4330 (A) (i).

Substantive questions related to the RFP shall be directed to Steve Buschor, Director of Parks & Recreation, at (540) 853-2494. Questions regarding procurement procedures, proposal submission, or the status of the selection process shall be directed to Sharon Gentry, Purchasing Manager at (540) 853-2871.

This RFP consists of this Introduction, nine (9) numbered sections, and the attachments hereto.

If you download this RFP from the City website and intend to submit a proposal, you must notify Purchasing that you should be added to the list of entities having received a copy of the RFP and want to receive any addenda issued. The City is not responsible for any RFP obtained from any source other than the City, and may not accept proposals from those who download this RFP and fail to notify the City of their intent to submit a proposal. Contact Purchasing by phone at 540.853.2871, by fax at 540.853.1513 or by email at [Sharon.gentry@roanokeva.gov](mailto:Sharon.gentry@roanokeva.gov).

Respectfully,

A handwritten signature in black ink, appearing to read "Sharon T. Gentry", with a long, sweeping horizontal line extending to the right.

Sharon T. Gentry C.P.M., VCO, CPPB  
Purchasing Manager

Date: \_\_\_\_\_

**CONSTRUCTION AND OPERATION  
OF A  
HOTEL AND/OR RESTAURANT ON MILL MOUNTAIN**

**SECTION 1. PURPOSE.**

The purpose of this RFP is to obtain a successful Offeror who will create a development plan for an Inn to include a context-sensitive architectural concept for buildings and structures associated with this proposal; and appropriate landscaping and other site amenities necessary for the successful undertaking of this project. The submitted concept may include any one, or a combination of, the following: not less than 40 lodging rooms, an upscale restaurant, a lounge/bar, a casual coffee/sandwich shop, meeting spaces, a business center, and associated parking. The successful Offeror will be responsible for constructing and operating the facilities.

**SECTION 2. BACKGROUND.**

Mill Mountain has always held a special place in Roanokers' hearts as a central and coveted community asset. With its close proximity to downtown, its striking views and natural setting, it has been a place that generations of Roanokers' have enjoyed.

In 1892, a Tavern on Mill Mountain opened and was later renamed Rockledge Inn. Through the years, the Inn was, at various times, home to dining, lodging, social gatherings, and the Mill Mountain Theater. In 1976, the structure burned to the ground and was not reconstructed.

The mountain, which rises approximately 1,800 feet above sea level, is currently home to the Mill Mountain Zoo, Mill Mountain Star, Mill Mountain Park, the City's Mill Mountain Discovery Center (which attracts approximately 3,000 visitors monthly), a community picnic shelter and several overlooks which provide vistas of the City and the Valley below. Hiking trails connect the Valley to Mill Mountain. Attachment A illustrates Mill Mountain's location within the City of Roanoke.

There are access roads from downtown Roanoke via Walnut Avenue, as well as a spur from the Blue Ridge Parkway which is located approximately 3 miles to the south and east. The City expects the primary markets for the Inn to be Roanoke

Valley residents, Blue Ridge Parkway travelers, business and professional travelers, arts and cultural groups and young professionals. Specific event activities may include wedding parties, receptions and family events; as well as professional meetings, and similar events.

The potential site at the summit of the mountain would be located within an area suitable for development consisting of approximately 3 acres. The land area within which development would be considered is illustrated on Attachments B and C. The City of Roanoke, as the owner of the property, may provide a long-term land lease to the successful Offeror. The Virginia Constitution limits leases of public property by the City to a maximum of forty (40) years. If a land lease arrangement of longer duration through a City Council appointed Board or Authority is preferable to the Offeror, that preference should be enumerated by the Offeror in response to this RFP. Any lease of the property from the City of Roanoke exceeding five years will be subject to Virginia's constitutional requirement that it be advertised and a public hearing conducted by City Council on the bid prior to authorizing the lease. The transfer of land to a City Council appointed Board or Authority for the purpose of leasing to the successful Offeror would also require an advertised public hearing by the City Council prior to authorization of disposition of land.

The property is currently located in a ROS, Recreation and Open Space District, under the City of Roanoke Zoning Ordinance, which does not permit commercial uses. The establishment of the Inn as proposed in this RFP would require that the property be rezoned to a zoning district within which those uses would be permitted. The City's comprehensive plan would also need to be amended, or City Council would make a finding that the project, as proposed, is consistent with the Comprehensive Plan.

The subject property was donated to the City of Roanoke in 1941, subject to the following restrictive covenant:

"The said real estate is given and conveyed to the grantee for public use and shall be by the grantee developed and forever preserved, improved, and maintained for the use and pleasure of the people of the City of Roanoke, Virginia and vicinity as a public park to be known as Mill Mountain Park to the end that there may be provided and maintained on said real estate, as the various parts thereof may be suitably adapted thereto, parks, playgrounds, buildings, structures, and things similar thereto, which may afford to the people of this community and their children, in the proper use and enjoyment thereof, healthful and pleasant recreation."

Once a successful Offeror is selected, it is the intent of the City to petition the Circuit Court for the City of Roanoke for an order confirming that the development of the proposed Inn is consistent with this covenant.

### **SECTION 3. INSTRUCTIONS TO OFFERORS.**

- A. Proposals must be submitted in accordance with the instructions and requirements contained in this RFP, including the Introduction. Failure to do so may result in the proposal being considered non-responsive and it may be rejected. An Offeror must promptly notify the Purchasing Division of any ambiguity, inconsistency, or error which may be discovered upon examination of the RFP. An Offeror requiring clarification or interpretation of this RFP should contact the Purchasing Manager at (540) 853-2871.
- B. Offerors are to address the Development Principles contained in Section 4 of this RFP as part of their submitted proposal. Elements to be included in the proposal are outlined below. Proposals will be evaluated on the factors contained in Section 5 of this RFP, together with such other factors as will protect and preserve the interests of the City of Roanoke, which may also be considered.
  - 1. Concept Plan. The Concept Plan may include a scaled drawing that illustrates the overall development concept. At a minimum, the concept plan must contain the following information:
    - a. Proposed project layout and proposed land uses.
    - b. General layout of streets, sidewalks, pedestrian paths.
    - c. Proposed general location of the Inn and related accessory uses such as parking.
    - d. Location and layout of public spaces and/or public facilities.
    - e. Depiction or description of proposed architectural styles and material composition for the project.
    - f. General strategy for providing supporting infrastructure such as water, sanitary sewer, and storm water management.
  - 2. Narrative Description. A Narrative Description of the development concept shall be included. At a minimum, the Narrative Description shall contain the following:
    - a. General planning approach to developing the concept plan.
    - b. Description of how the concept plan responds to the Development Principles.
    - c. Description of how the concept plan responds to site opportunities and challenges.
    - d. Summary of number of lodging units recommended, typical square footages for each, and target rental price ranges.
    - e. Proposed resource and energy conservation strategies.
    - f. Proposed phasing strategy and time frame for completion.
    - g. Financing strategy and related financing structure.



3. Organizational structure of firm and qualifications of management personnel. Offerors should submit a statement outlining the organizational structure of the firm and qualifications of its management personnel. The statement should indicate the length of time in business, corporate experience, strengths in the industry, business philosophy, and a description of the organizational structure of the firm. The statement should also include a description of the organizational structure that will be used for the management and operation of the development project.
4. Financial condition of the firm and ability to perform all obligations of the Offeror developer. Documentation should demonstrate the sufficiency of the financial resources and the ability of the Offeror to comply with the duties and responsibilities described in this RFP. Each Offeror shall provide a current annual financial report and the previous year's report and a statement regarding any recent or foreseeable mergers or acquisitions.
5. Ethics and Conflict of Interest. Each Offeror is to state whether or not any of Offeror's owners, officers, employees, or agents, or their immediate family members, is currently, or has been in the past year, an employee of the City of Roanoke or has any responsibility or authority with the City that might affect the procurement transaction or any claim resulting therefrom. If so, please state the complete name and address of each such person and their connection to the City of Roanoke. Each Offeror is advised that the Ethics in Public Contracting and Conflict of Interests Act of the Virginia Code, as identified in Section 4 of this RFP, apply to this RFP.
6. Statement of Development Experience. Description of experience in hospitality or hotel, and restaurant development projects of similar scale and nature that would demonstrate the Offeror's ability, capacity, and skill to successfully acquire, plan, and develop the property in a prompt and timely manner without delay or interference.
7. Conditions. The Offeror should state any specific conditions or special considerations that are part of the proposal that are deemed necessary for the successful development of the project.
8. References. Each Offeror should provide names, addresses and telephone numbers of at least three (3) references relevant to the project described in this RFP, especially from other local government operations similar to those being requested in this RFP. Each reference should include organizational name, official address, contact person, title of contract, project dates, and phone number.

9. Amount of investment. The Offeror should include an estimated amount of total investment that the Offeror will make for the development of the project. All proposed terms and conditions for the City's consideration related to the leasing of land and provision of any infrastructure support required for the development should be included in the Offerors proposal. Final terms of the development agreement are subject to negotiations between the City and the successful Offeror.
- C. The City may request additional information, clarification or presentations from any of the Offerors after review of the proposals received.
- D. The City has the right to use any and all ideas and information provided in reply to this RFP without limitation, except any limitations that apply to proprietary or confidential data provided by the Offeror in accordance with this RFP.
- E. The City is not liable for any cost(s) incurred by any Offeror in connection with this RFP or any response by any Offeror to this RFP. The expenses incurred by Offeror in the preparation, submission, and presentation of the proposal are the sole responsibility of the Offeror and may not be charged to the City.
- F. Only the City will make news releases pertaining to this RFP or the proposed award of a Development Agreement.

#### **SECTION 4. DEVELOPMENT PRINCIPLES.**

In developing the Concept Plan and Narrative Description described in Section 3, the Offeror should propose a development which demonstrates new and creative designs that are not currently being widely-implemented in the Roanoke Valley. The City intends to allow for flexibility in the ultimate development of the project, provided that it is substantially consistent with the Development Principles enumerated below. The following list of principles is not all-inclusive, and it is not in any order of importance. As part of the negotiation of a Development Agreement with the successful Offeror, the Concept Plan and Narrative Description may be modified, refined, or altered. Nevertheless, the City requires that the successful Offeror will incorporate the following Development Principles into their proposed development to the greatest extent possible.

- A. Financial.
1. The project should be financially feasible and self-supporting based upon existing or projected market support for the project.
  2. The project should be conceptualized under the terms of a maximum 40 year land lease from the City of Roanoke as permitted under the Constitution of Virginia, or if that option is determined as not feasible, under another mutually agreeable land lease arrangement of longer

duration through a City Council appointed Board or Authority, as provided by law.

- B. Land use.
  - 1. The project will respect the placement and scale of existing facilities on the Mountain and not adversely affect their operations and functions.
  - 2. The project will use land efficiently, and will be sited so as to minimize land disturbance, destruction of the ridgeline and related tree line at the summit, and loss other mature vegetation.
  - 3. Parking for the facility should minimize land surface coverage to the extent possible. Structured parking within or under the proposed Inn would be preferable.
  - 3. The overall development on the summit should be supportive of the policies and guidelines contained in the Mill Mountain Park Management Plan, dated February 21, 2006.
- C. Environmental.
  - 1. The project will incorporate best management practices for the provision of storm water management and public water and sanitary sewer connections.
  - 2. Building design will promote resource and energy conservation, incorporating green building and Leadership in Energy and Environmental Design (LEED) techniques.
  - 3. The development will provide high-quality public infrastructure such as site lighting, sidewalks, pathways, etc..
- D. Architectural standards.
  - 1. The development will provide for architectural standards that will both unify the development and provide for visual interest, but will be sensitive also to the context of the environment and setting of the site at the summit of Mill Mountain.

## **SECTION 5. EVALUATION CRITERIA.**

The City will select the Offerors that most successfully meet the Evaluation Criteria set forth below.

- A. Quality of the overall proposal, architectural and site design approach and its overall reasonableness, competitiveness, and benefit to the City; the extent to which it implements the Development Principles set out in Section 4 of this RFP.
- B. Experience and success of the Offeror with projects of a similar nature and scale.
- C. Demonstrated financial capacity of the Offeror to complete the project.

## **SECTION 6. SELECTION PROCESS.**

- A. Pursuant to Section 2.2-4301 (3)(b) of the Code of Virginia, selection shall be made of two or more Offerors, if there be that many, deemed to be fully qualified and best suited among those submitting proposals on the basis of the evaluation of factors included in this RFP, including price. Negotiations shall be conducted with the Offerors so selected. Price shall be considered, but need not be the sole determining factor. After negotiations have been conducted with each Offeror so selected, the City (through the City Manager or City Manager's designee) shall select the Offeror which, in his/her opinion, has made the best proposal, and may award the contract to that Offeror. The City may cancel this RFP or reject proposals at any time prior to an award, and is not required to furnish a statement of the reason why a particular proposal was not deemed to be the most advantageous. Should the City determine in writing and in its sole discretion that only one Offeror is fully qualified, or that one Offeror is clearly more highly qualified than the others under consideration, a contract may be negotiated and awarded to that Offeror.
- B. As a part of the negotiations with the selected Offeror or Offerors, the City may request at any time additional detailed drawings, maps, plans, or other relevant materials. The selected entities shall have such time period as the City may designate, to prepare and submit those requested materials. The specific date for receipt of the requested materials will be set by the City and provided to the Offerors.
- C. All proposals submitted in response to this RFP will be reviewed by the Purchasing Division or its designee for responsiveness prior to referral to a selection committee or person. A committee consisting of City personnel and/or others and/or an appropriate individual will then evaluate all responsive proposals, conduct the negotiations, and make recommendations to the City Manager, or the Manager's designee, as appropriate. The award of a contract, if made, will be made to the Offeror whose proposal best furthers the interest of the City, as determined by the City Manager, or the City Manager's designee. The City reserves the right to reject any and all proposals, to waive any informality or irregularity in the proposals received, and to make the award to the Offeror whose proposal is deemed to be in the best interest of the City.
- D. Oral Presentation: Offerors who submit a proposal in response to this RFP may be required to give an oral presentation of their proposal to the selection committee or person. This provides an opportunity for the Offeror to clarify or elaborate on the proposal. This is a fact finding and explanation session only and does not include negotiation. Oral presentations are strictly at the option of the City and may or may not be conducted.

## SECTION 7. MISCELLANEOUS.

- A. Ownership of Material - Ownership of all data, materials, ideas, and documentation submitted to the City pursuant to the RFP shall belong exclusively to the City and be subject to public inspection in accordance with the *Virginia Freedom of Information Act*. Trade secrets or proprietary information submitted by the Offeror shall not be subject to public disclosure under the *Freedom of Information Act*; unless otherwise required by law or a court. However, the Offeror must invoke the protection of Section 2.2-4342(F) of the *Code of Virginia*, in writing, either before or at the time the data or other material is submitted. The written notice must SPECIFICALLY identify the data or materials to be protected and state the reason why protection is necessary. The proprietary or trade secret material submitted must be identified by some distinct method such as highlighting or underlining and must indicate only the specific words, figures, or paragraphs that constitute trade secret or proprietary information. The classification of an entire proposal document, line item prices, and/or total proposal prices as proprietary, or trade secrets, is NOT ACCEPTABLE and may result in REJECTION of the proposal.
- B. As this is a RFP, no information regarding the proposal records or the contents of responses will be released except in accordance with Section 2.2-4342 of the Code of Virginia. Once an award has been made, all proposals will be open to public inspection subject to the provisions set forth above.
- C. Any interpretation, correction, or change of the RFP will be made by an addendum. Interpretations, corrections or changes of this RFP made in any other manner will not be binding and Offerors must not rely upon such interpretations, corrections, or changes. The City Purchasing Division or its designee will issue Addenda. Addenda will be faxed or mailed to all who are listed as having received the RFP Package.
- D. No Offeror shall confer on any public employee having official responsibility for a purchasing transaction any payment, loan, subscription, advance, deposit or money, service, or anything of more than nominal value, present or promised, unless consideration of substantially equal or greater value is exchanged.
- E. The City may make investigations to determine the ability of the Offeror to perform the project described in this RFP. The City reserves the right to reject any proposal if the Offeror fails to satisfy the City that it is qualified to carry out the obligations of the proposed contract.
- F. The successful Offeror must comply with the nondiscrimination provisions of Virginia Code Section 2.2-4311, which are incorporated herein by reference.

- G. The successful Offeror must comply with the drug-free workplace provisions of Virginia Code Section 2.2-4312, which are incorporated herein by reference.
- H. It is the policy of the City of Roanoke to maximize participation by minority and women owned business enterprises in all aspects of City contracting opportunities.
- I. The successful Offeror shall comply with all applicable City, State, and Federal laws, codes, provisions, and regulations.
- J. Providers of any outside services shall be subject to the same conditions and requirements as the successful Offeror in regards to code or regulation compliance. The City reserves the right of approval for any subcontract work, including costs thereof.
- K. Ethics in Public Contracting. The provisions, requirements, and prohibitions as contained in Sections 2.2-4367 through 2.2-4377, of the Virginia Code, pertaining to bidders, Offerors, contractors, and subcontractors are applicable to this RFP.
- L. Conflict of Interests Act. The provisions, requirements, and prohibitions as contained in Sections 2.2-3100, et. seq. of the Virginia Code are applicable to this RFP.

## **SECTION 8. PROTESTS.**

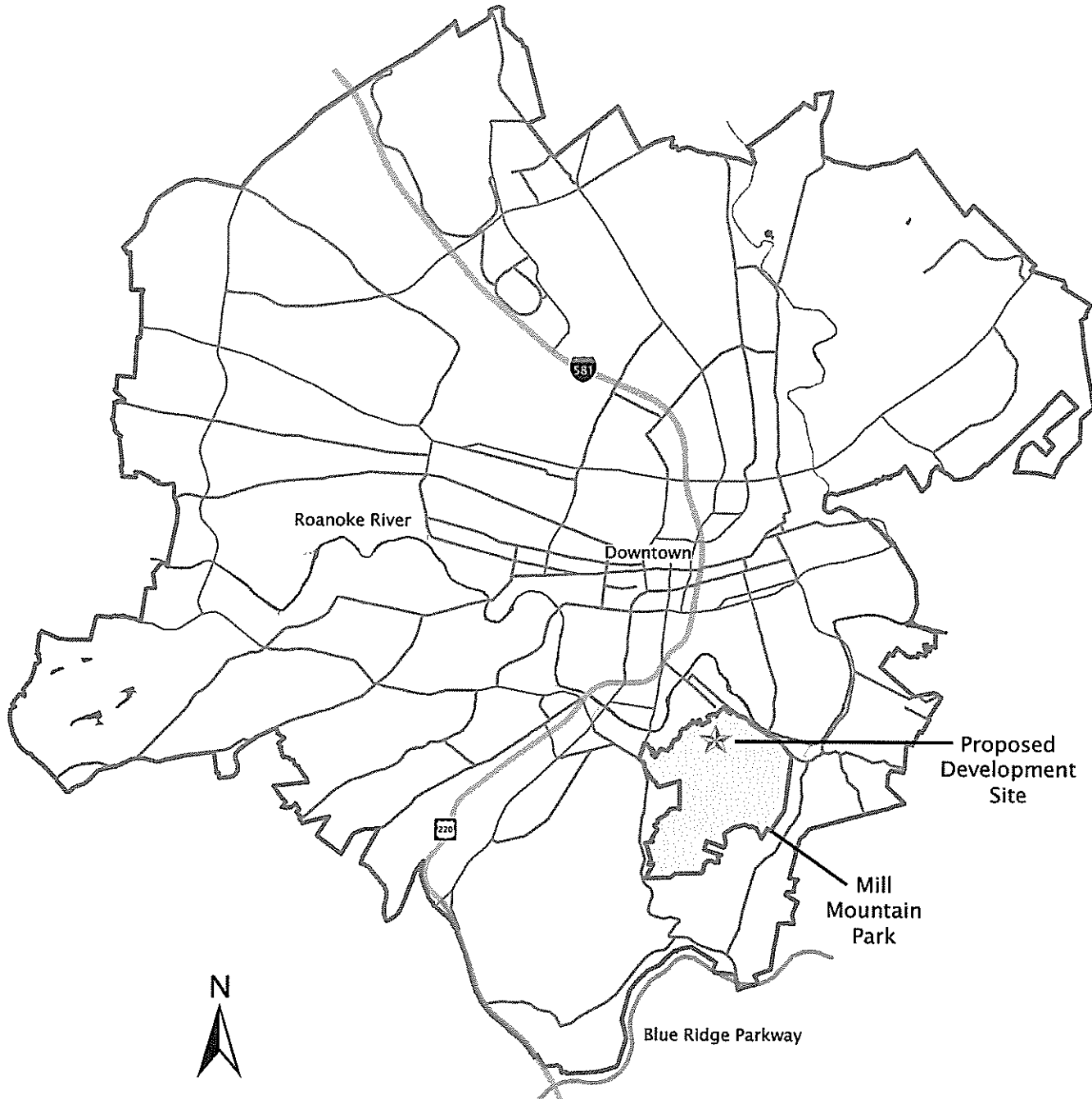
Any Offeror who wishes to protest or object to any award made or other decisions Pursuant to this RFP may do so only in accordance with the provisions of Sections 2.2-4357, 4358, 4359, 4360, 4363, and 4364 of the Code of Virginia, and only if such is provided for in such Code section.

## **SECTION 9. INFORMATION ON CONTRACT TO BE AWARDED.**

Any contract awarded will contain the terms required in this RFP and such other terms and conditions as may be negotiated between the City and the successful Offeror.

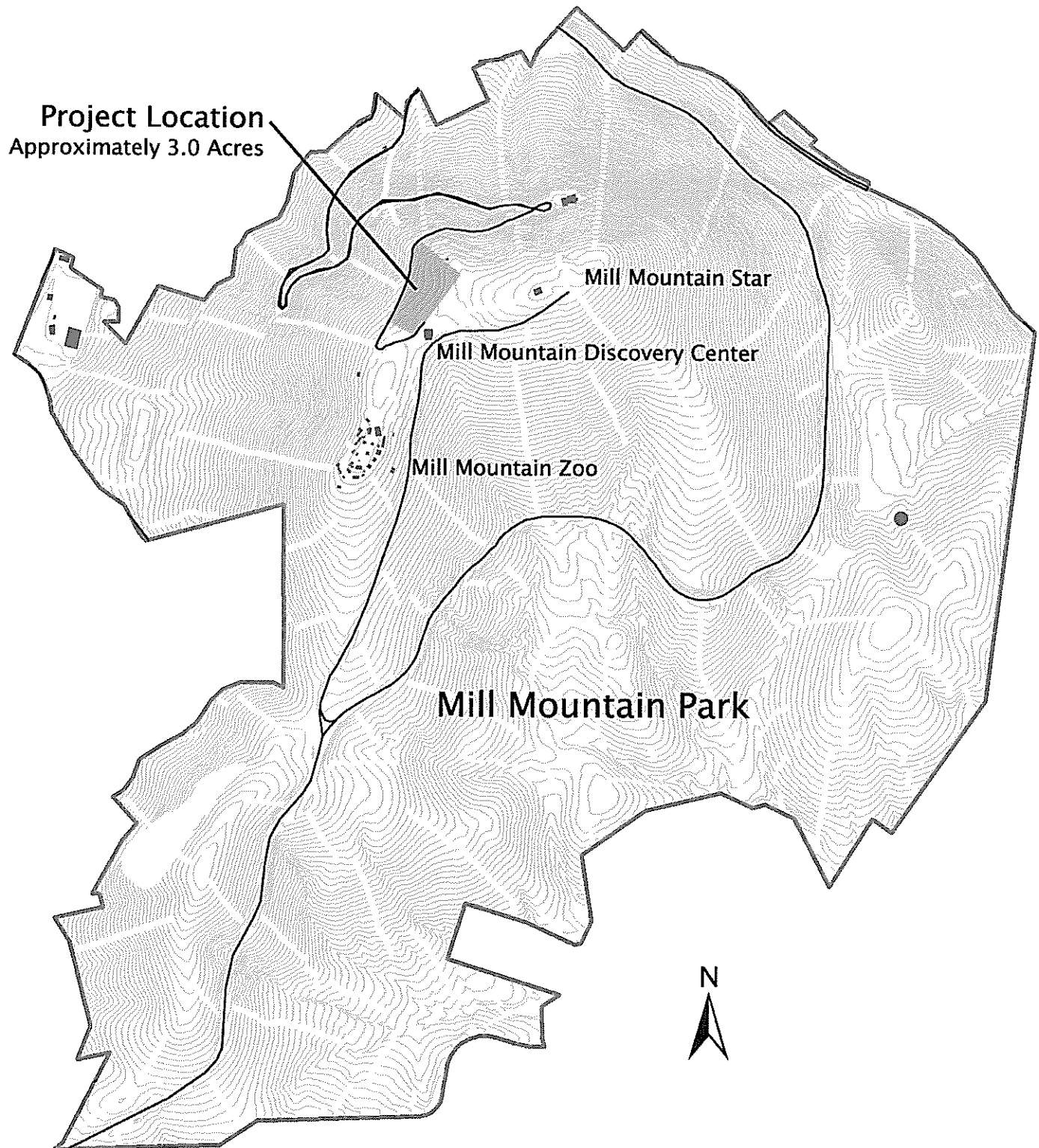


## Attachment A





## Attachment B







# Attachment C

**Project Location**  
Approximately 3.0 Acres

**Mill Mountain Star**

**Mill Mountain Discovery Center**

**Mill Mountain Park**

**Mill Mountain Zoo**

